OPPORTUNITIES FOR RESIDENTIAL INTENSIFICATION IN OTTAWA-CARLETON

DISCUSSION PAPER

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1.0 INTRODUCTION

This paper on residential intensification in Ottawa-Carleton is one of a series of background papers prepared for the 1990 Regional Housing Statement Update. The RHSU will provide a review of the housing situation in Ottawa-Carleton and a comprehensive regional approach to housing. It will be primarily a policy document, with recommendations for Regional Council.

The Policy Statement on Land Use Planning identifies residential intensification as one means of providing affordable housing. The Policy Statement recognizes that many factors contribute to the provision of housing all of which cannot be regulated by land use planning regulations. However, it sets the framework by which appropriate policies, regulations and approval procedures can create the opportunity to provide an adequate supply of housing types rather than impede it. Its primary objective is to seek ways to encourage the production of a variety of housing forms.

The regional housing policy will comply with the Policy Statement on Land Use Planning for Housing approved by the Province in July 1989 which requires Ottawa-Carleton to establish land use policies to contribute "...to the overall goal of providing a sufficient supply of a range of housing types which are accessible, affordable, adequate and appropriate to the needs of a full range of households...".

2.0 OBJECTIVES

The objectives of this background paper are to:

- define what residential intensification means in Ottawa Carleton;
- provide background information and analysis on residential land use in Ottawa-Carleton;
- identify means by which an increase in housing density could be achieved;
- establish the Region's interest in residential intensification;
- recommend policies to facilitate and encourage residential intensification in Ottawa-Carleton.

3.0 WHAT IS RESIDENTIAL INTENSIFICATION?

Residential intensification refers to the process of increasing the number of housing units by creating additional units using underutilized land and existing building stock. This process can include four main types of intensification: conversion, infill, redevelopment and a more efficient use of land in newly developing areas. These terms are defined in Section 5.0. The principle of intensification can apply to previously developed areas and also to new residential development.

Intensification has a role to play in the provision of housing although it does not always translate into affordable housing. Because land is the most significant factor in the cost of housing, it is clear that a more efficient use of the land, in existing and new development, will contribute to the provision of more affordable housing.

Intensification offers some distinct advantages, the foremost being its ability to upgrade existing properties and revitalize surrounding neighbourhoods. Residential intensification can also provide a higher municipal tax base. It can slow the need to provide additional services to newly developing areas. At the local level it may translate into lower percentage of property tax increases (by broadening the tax base), more clients for merchants and a better use of energy.

4.0 BACKGROUND INFORMATION

To understand why residential intensification is important, this section presents information on changes in household size and composition,

residential density, land consumption, the potential for intensification within the urban centres, and relative development costs.

4.1 Types and Size of Households

The type and size of households in Ottawa-Carleton is changing. Changes in household composition include an important increase in the number of non-family households and a steady decline of household size. The number of households increased by 103% between 1961 and 1986, while the overall total regional population increased by only 47% for the same period.

The regional average household size is projected to continue to decline (See Table 1). The decrease in average household size occurs all across Ottawa-Carleton, in both rural and urban areas. However, it is expected that the most important change will occur inside the greenbelt where, by 2011, only two people will occupy the average residential unit. This is particularly striking when compared to the average household in 1961 which had twice as many people. The growing number of smaller households includes: seniors, empty nesters, singles, childless couples and single-parent families.

These changes in household size and the increase of non-family households imply that there will be an increased demand for smaller units with a greater variety of housing mix and types. These trends will probably persist until at least 2031 by which time baby boomers will have fully joined the ranks of seniors and will represent 35% of households.

It is projected that the demand for much of the accommodation for non-family and smaller households is likely to remain within the greenbelt. In this context, older neighbourhoods will face many pressures to increase the number of housing units. At the same time, the need will exist to accommodate more smaller households even in the urban centres outside the greenbelt.

4.2 Residential Land Use Density and Land Consumption

Land consumption in Ottawa-Carleton has increased significantly since 1981 particularly in the new urban centres. The average annual consumption of urban land has increased from 365 gross hectares per year during 1961 - 1971 to 389 hectares a year between 1971 and 1981, and

TABLE 1

AVERAGE HOUSEHOLD SIZE

	1986	1991	1996	2001	2011
INSIDE GREENBELT	2.50	2.37	2.29	2.20	2.03
URBAN CENTRES	3.34	3.24	3.07	3.07	2.97
RURAL	3.22	3.12	3.00	2.92	2.85
RMOC TOTAL	2.66	2.57	2.50	2.46	2.37

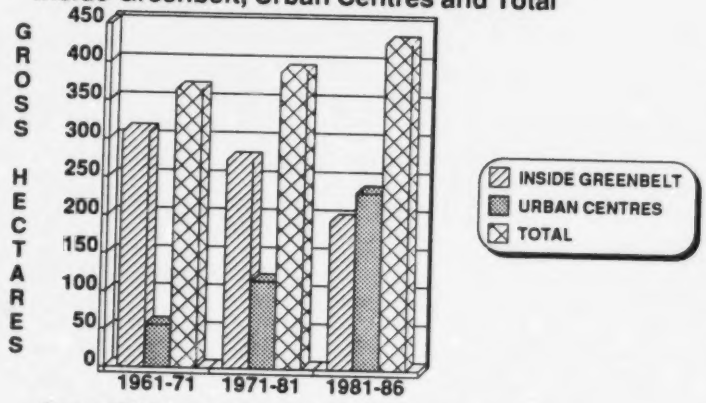
SOURCE: RMOC PLANNING DEPARTMENT

428 hectares a year between 1981 and 1986. This is due mainly to lower housing densities resulting from the demand for single family dwellings in the 80's. During the 1980's, the average annual land consumption has doubled in each successive time period in the lower density urban centres. Figure 1 illustrates the average urban land consumption in Ottawa-Carleton between 1961 and 1986. It also shows the shift of growth toward the new urban centres.

Growing affluence has fed the demand for more personal space favoring larger single-family homes. Low density residential development in the urban centres outside the greenbelt accounts for the single largest use (25%) [1] of total urban land consumption in Ottawa-Carleton. Ten years ago singles represented less than 25% of all completions and in 1989 they had a 60% share of all completions. Table 2 shows how single family dwellings account for the major share of urban residential land consumption in the Region.

FIGURE 1

Average Annual Urban Land Consumption: Inside Greenbelt, Urban Centres and Total



Source: RMOC, Land Use Trends in Ottawa-Carleton, 1961-86.

TABLE 2

VACANT URBAN RESIDENTIAL LAND CONSUMPTION (NET HA)

UNIT TYPE	1983	1984	1985	1986	1987	1988	1989
SINGLE DETACHED	154.9	141.2	108.1	117.3	190.4	155.6	106.9
SEMI DETACHED	12.6	3.1	6.7	1.2	1.5	1.1	1.1
MULTIPLES	34.7	61.7	33.1	26.2	41.2	42.6	55.6
APARTMENTS	10.9	9.6	16.6	5.8	9.1	11.1	6.2
TOTAL	213.1	215.6	164.5	150.5	242.2	210.4	169.8

*NOTE: 1986 TO 1989 FIGURES INCLUDE STITTSVILLE
SOURCE: RMOC VACANT RESIDENTIAL LAND SURVEY, 1989 UPDATE

1 Source: RMOC, 1986 Regional Land Use Survey

Table 3 shows that from 1983 to 1987 there was a steady decline in residential densities. In 1988 and 1989 densities once again increased but have not reached 1983 levels. The key point to be made here is that a large amount of land is being consumed by low density development.

TABLE 3

URBAN RESIDENTIAL DENSITIES (UNITS/NET HA)

UNIT TYPE	1983	1984	1985	1986	1987	1988	1989
SINGLE DETACHED	20.2	19.7	19.4	19.3	17.5	19.2	20.8
SEMI DETACHED	22.6	25.2	20.6	25.0	32.0	18.2	18.2
MULTIPLES	41.4	35.8	38.5	44.5	42.7	35.8	35.8
APARTMENTS	203.6	128.4	79.7	160.3	113.1	150.9	150.9
WEIGHTED AVERAGE	34.8	29.2	29.4	29.2	25.5	29.5	29.5

*NOTE: 1986 TO 1989 FIGURES INCLUDE STITTSVILLE
SOURCE: RMOC VACANT RESIDENTIAL LAND SURVEY, 1989 UPDATE

4.3 Relative Densities

Density is a relative term that can be used to define the scale of physical development. Density is usually a measure of the number of persons, households or dwelling units per land area. There is no precise definition of high, medium or low density; however some general points of reference are widely accepted. The Ontario Ministry of Housing in "Site Planning Guidelines for Medium Density Housing" (1980) defines medium density as anything from 22 to 90 units per net hectare. Table 4, drawn from Lynch and Hack (1984), shows a range of residential density standards for different dwelling types.

TABLE 4

RESIDENTIAL NET DENSITY STANDARDS
in units per hectare (units per acre)

DWELLING TYPE	U/ha	(U/ac)
SINGLE-FAMILY	20	(up to 8)
ZERO LOT LINE DETACHED	20-25	(8-10)
SEMI-DETACHED	25-30	(10-12)
ROWHOUSES	40-60	(16-24)
STACKED TOWNHOUSES	60-100	(25-40)
THREE STOREY WALKUP APTS	100-115	(40-50)
SIX STOREY ELEVATOR APTS	160-190	(65-75)
THIRTEEN STOREY ELEVATOR APTS	215-240	(85-95)

SOURCE: LYNCH and HACK, Site Planning, (1984) MIT Press

Comparing average densities inside and outside the greenbelt shows significant differences. Table 5 indicates that densities of new residential construction on vacant land inside the greenbelt is almost twice that of urban centres outside the greenbelt.

In looking at population densities in other cities it is clear that Ottawa-Carleton is far less densely inhabited. Ottawa-Carleton inside the greenbelt has a population density of 2,500 persons per square kilometre; outside the greenbelt this falls to 220 people per square kilometre. By comparison Metro Toronto has 3,500 people per square kilometre and central Metro has 6,000 people per square kilometre. The City of Paris, which has a population of 2.3 million, has 20,000 people to the square kilometre. It is particularly interesting to note that this high density is achieved in Paris even though building height is limited to 5 stories in the core area. Clearly, there is room for considerable intensification in Ottawa-Carleton before densities even begin to approach high urban levels.

TABLE 5

TOTAL DEVELOPMENT DENSITIES (ALL UNIT TYPES)
(UNITS PER NET HECTARE)

AREA	1983	1984	1985	1986	1987	1988	AVERAGE 1984-88
INSIDE GREENBELT	55.2	37.5	39.6	39.6	40.7	44.2	40.3
KANATA	25.0	24.8	27.0	22.4	20.0	20.8	22.4
ORLEANS	22.4	25.6	22.9	23.2	22.9	23.1	23.7
BARRHAVEN	21.7	20.6	19.4	20.1	19.1	25.6	21.3
AVERAGE, URBAN COMMUNITIES	23.0	25.1	23.5	22.5	21.1	23.1	23.0
STITTSVILLE	--	--	--	19.1	16.3	15.2	16.7
WEIGHTED AVERAGE	34.8	29.2	29.4	29.2	25.5	29.5	28.4

SOURCE: RMOC, 1988 VACANT RESIDENTIAL LAND SURVEY

4.4 Potential for Intensification

Intensification already is making an important contribution to the supply of new housing stock. The 1988 Regional Vacant Urban Residential Land Survey gives an indication of the proportion of urban residential units which have been created through various forms of intensification: 13% in 1984, 21% in 1985, 26% in 1986, 6% in 1987 and 13% in 1988, averaging 16% [1].

The demand for residential intensification inside the greenbelt will increase significantly over the next 21 years. This will result from several factors. As already noted, the fastest growing demand for new dwellings will be for single or two person households and it is expected that most of these people will want to live inside the greenbelt. This increased demand will come in part from the growing attraction of the central area for retail, office, employment and cultural activities.

Regional projections indicate that housing starts in Ottawa- Carleton will reach 102,600 units during the period of 1990 - 2011. Of these, only 24,500 new units could be provided inside the greenbelt from new development on residentially zoned vacant land parcels of 0.8 hectares and larger. If we assume that, at a minimum, residential intensification will continue to provide about 16% of all new dwellings and that about 75% of this intensification activity will occur inside the greenbelt, it can be estimated that 16,416 units will result from residential intensification. In total this would allow the addition of 40,916 new units inside the greenbelt by 2011. However, it is reasonable to assume that the increasing scarcity of vacant residential land inside the greenbelt as well as the increasing demand for smaller dwelling units will result in a larger proportion of new accommodation created through intensification than the 16% average in the recent past.

5.0 TYPES OF INTENSIFICATION

Section 4.0 identified a potential need for smaller dwelling units in Ottawa-Carleton particularly inside the greenbelt. It also showed that densities in Ottawa-Carleton are relatively low and that considerable potential exists to increase the number of dwelling units inside the greenbelt. While many of these new units could be built on vacant land, very little of this land is available near the central area. For these areas it will be important to look at means of intensification within existing communities. Intensification activity in existing communities can be classed in three types: conversion, infill and redevelopment. A fourth type of intensification, a more efficient use of land in new development, can apply to growing communities both inside and outside the greenbelt.

5.1 Conversion

Conversion, as the term is used in this paper, is the transformation of an existing structure to accommodate additional dwelling units usually with a minimum of physical alterations. Three models can be identified:

Model 1: no physical changes

An existing house can be converted from single family use to accommodate a number of individuals or households, with minimum physical change. Examples of the new use would be homesharing, rooming and boarding houses.

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1 This measure was obtained by calculating the difference between yearly completions on parcels of 0.8 hectares and larger and CMHC completions. This measure is a gross calculation and does not take into account new units created through conversion.

Model 2: changing the interior

A single-family home or a non-residential structure can be converted to include one or more self-contained units through internal physical alterations. Examples would be the creation of a duplex, of an accessory apartment or of new units in a non-residential structure.

Model 3: an addition

Again a single-family house can be converted to accommodate more than one household through interior conversion and a vertical or horizontal addition. In many cases, an additional storey can be added to bungalows and two-storey houses. However the potential for additions is limited by the lot size and the house form.

Many advantages are attached to conversion. As seen in the first two models, additional housing units can be created with no physical impact on the surrounding neighbourhood apart from a higher demand for parking spaces which, in some instances, could be accommodated on the lot itself. Conversion also allows for the provision of a range of rental accommodation in already serviced communities. It increases affordability by generating income to home owners. Conversion provides separate accommodation for elderly parents or adult children unable to compete in the housing market. It also allows for a flexible use of housing space for homeowners whose needs may have changed over time.

5.2 Infill

Infill refers to the construction of small scale housing units, within existing residential areas using vacant or underutilized land, in a form which is compatible with the surrounding community. It includes building on parcels of vacant land as well as building additional units on lots which already contain housing.

The potential for infill depends to a large extent on the lot size, siting of the existing buildings and access to the lot. Infill developments can represent economic benefits to municipalities by increasing their tax base with a limited increase in capital or operating costs. Infill also has the advantage of increasing the supply of units within communities while maintaining the existing scale of development.

5.3 Redevelopment

Redevelopment refers to the construction of new residential units, in residential or mixed use developments, to replace existing non residential land use (e.g. commercial, industrial, institutional) or to replace low density residential projects with higher density and large-scale development.

Many opportunities exist for redevelopment. Often potential sites for redevelopment can be found where existing structures and infrastructures are aging. The following are types of areas where potential sites are likely to be found:

- along regional arterial roads;
- in underdeveloped areas;
- in obsolete and or uneconomic commercial, industrial and institutional areas;
- in underutilized or vacant schools, churches and other institutional buildings;

5.4 More Efficient Use of Land in New Development

While this paper is primarily about the application of intensification to existing communities, the meaning of intensification can be extended to the creation of additional housing units through a more efficient use of the land in new developments. This can be done through denser mixed-used developments, higher residential densities and through new land development standards in new residential developments.

Reducing the land cost per unit by encouraging more efficient lot sizes will contribute to the

creation of new and affordable housing. When more compact lots are used, cost savings come from reductions in the length of streets, sidewalks, curbs and gutters, services, street lighting as well as land. Modified municipal land use regulations can encourage affordable housing by promoting and permitting:

- efficient, smaller, well designed houses for smaller households;
- compact lots, planned for privacy and livability;
- greater flexibility in the siting of houses such as using "zero lot line";
- greater flexibility in the design of streets, sidewalks, and other site improvements;
- reduced standards with regard to the requirements for landscaped greenspace, parking and garages;
- future alterations to create additional units in the new building stock when and if the need arises.

6.0 CONSTRAINTS

Intensification is a promising approach to the problems of urban housing. However, a wide variety of constraints affect the development of intensification projects.

6.1 Regulatory Issues

Municipal standards and policies present obstacles for residential intensification. For example municipal zoning by- laws hinder or prohibit accessory apartments. (Despite these regulations, illegal conversions continue to exist). Also regulations in suburban municipalities contribute to producing subdivisions of single-family detached homes, with little variation in intensity and housing mix. Municipal standards such as minimum dwelling unit sizes, minimum lot sizes and parking requirements (which do not take into account proximity to transit stations) impede residential intensification. Furthermore, the approval process is generally lengthy for intensification projects and other innovative housing projects especially if zoning has to be changed to permit intensified uses.

6.2 Community Concerns

The NIMBY (not-in-my-backyard) syndrome is a problem in the construction of innovative housing in both existing or new developments. Common concerns about intensification expressed by residents are the increase in density, form of development, parking and traffic flow, social values, community spirit and lower property values.

Many of these concerns are legitimate and could be addressed by increasing public awareness of the rationale for intensification as well as by enlisting the political support of municipal officials. There is a need to inform and involve the community in the decision making process to alleviate the NIMBY syndrome.

6.3 Misconception of "Affordable"

In cases where intensification is associated with affordability it appears to have an image problem. A common misconception is that intensification development which can provide affordable housing equals "assisted housing". In effect, affordable, private sector housing accommodates people of average income similar

in most respects to the people already living in an existing neighbourhood where housing prices have been amortized. In reality, the main consumers of affordable market housing in Ottawa-Carleton are people with household income between $45,000 - $55,000 which corresponds very closely to the average household income of $53,081.[1]

6.4 Capacity of Existing Water and Sewer Systems

Although it is true that intensification permits a greater use of water and sewer services, it is also true that intensification is subject to the limits of the servicing capacity of the water and sewer infrastructure.

Even though older sanitary systems were built to serve neighbourhoods with larger household size than found today, sewer capacity is limited. There is little room for additional sanitary capacity in areas which have a combined system of sanitary sewer and storm water as well as areas with a partially separated system where building foundation drains discharge into sanitary sewers. The combined system is subject to overflowing which is caused by inflow and infiltration. The old water distribution system that was built in the early 1900's has also some limitations. However, an ongoing rehabilitation program is currently underway which will permit increased use of these services.

The City of Ottawa has a 35 year program to separate its combined sewer system. As well, RMOC has an extensive annual capital budget allocated for the ongoing rehabilitation of water main and sanitary systems. As this work progresses, the capacity of these services will support greater residential intensification.

6.5 Application in Rural Areas

It is recognized that not all forms of residential intensification are applicable in rural areas due primarily to the limited capacity of services and the incompatibility of some types of development in a rural setting. However, homesharing, additions, infilling (where appropriate), conversions (including accessory apartments) and granny flats should be encouraged.

7.0 REGIONAL INTEREST IN RESIDENTIAL INTENSIFICATION

The Regional Municipality of Ottawa-Carleton has many reasons to encourage residential intensification and higher densities. The Region is responsible for the provision and maintenance of public transit, regional roads, water and sewer services. Intensification can contribute to meeting several goals of the Regional Official Plan. Notably residential intensification will contribute to the following goals[2]:

1. "Provide for an amount and variety of housing... to meet the requirements of the projected population ..."

   As noted above, intensification will permit the addition of a significant number of new residential units to the central area and will make better use of the existing built stock. It will also increase the variety of housing options through conversion, infill and redevelopment, and through combining residential use with other uses.

2. "Minimize the public cost of required services

1 Source: Statistics Canada, Household facilities and Equipment Survey and Survey of Consumers Finances, Spring 1989,unpublished data.

2 Official Plan of the Regional Municipality of Ottawa-Carleton,1.2

consistent with overall benefit."

Intensification can minimize public costs by reducing the development cost per unit, by making better use of existing infrastructure such as roadways and sewers, and by reducing operating costs per unit such as snow removal.

3. "Protect important natural resources."

Intensification reduces the need for the use of new land for development. This will allow the Region to preserve valuable agricultural and environmentally sensitive land.

4. "Provide a land use and transportation system which emphasize convenience of movement ..."

Intensification near existing centres of employment will provide increased opportunities to live and work in the same area. Intensification in areas adjacent to transitways and transit stops will allow more people to use public transportation.

In order to rationalize public costs the Region is committed to a more efficient use of already serviced land and land to be serviced as well as to the optimum use of the existing built stock. The Region's interest is to achieve a density of development in the urban areas which will permit a high level of cost effective services and an increased quality of life.

The goals and objectives of the Regional Official Plan are consistant with residential intensification. The housing policies in section 6 of the Official Plan identify intensification as a way to achieve affordable housing. However the policies of section 6 do not identify residential intensification as a development strategy nor as a way to increase housing options. Consequently, it does not provide a clear direction to area municipalities as to how to implement residential intensification.

In order to comply with the Province's requirement to provide for an increase in the supply of affordable housing options, it is the Region's intention to amend its official plan and adopt residential intensification as a specific housing supply strategy within the context of a comprehensive regional housing policy.

7.1 Public cost Data

While it is obvious that intensification tends to reduce the cost per unit of most aspects of development it is difficult to establish a precise estimate of the savings resulting from residential intensification. Unfortunately because these costs are divided among the developers, the Region, the municipality and the Province, no accurate figures exist on the relative total development cost per hectare when compared for various densities of residential development. Furthermore no estimates exist of ongoing maintenance costs to various levels of governments. In order to obtain an acurate measure of the public costs of development, it is suggested that the Region establish and maintain a data base relating the public costs of development and operation of services in relation to various densities of residential development.

8.0 EXAMPLES OF SITES SUITABLE FOR INTENSIFICATION

This section offers some examples of sites in the Region where intensification could be applied and also where it has already occurred. This list of examples is by no means exhaustive.

8.1 Conversion of a Single Family House

Great potential exists for converting single-family houses to accommodate more than one household. It can be widely applied throughout the Region. Being the least visible form of intensification, this type of conversion is less likely to provoke public opposition. The example shown in the picture below is a detached two-storey house on a 297 square meter lot which is typical of houses in Ottawa.

Located in Ottawa, in a R5 zone, this house could accommodate an accessory apartment. A clause in the current zoning bylaw permits additional units in a building twenty years old or more in R4, R5, R6 and R12 zones, if no exterior renovations are done. The accessory apartment must be at least 37 square meters and the total habitable floor area in the original dwelling must be 130 square meters or more before conversion. The parking requirement is 0.5 space per unit so only one parking space would be required in total.

8.2 Infill in Residential Neighbourhoods

Economic pressures are high in central neighbourhoods where the demand for housing and the scarcity of land are the greatest. Sandy Hill provides good examples of infill projects. Many examples are found on corner lots. Corner lots lend themselves well to residential infill because they are larger and because they offer good access. This type of intensification can be applied throughout the region. The two examples chosen are located on two opposite corners at Blackburn and Osgoode in Ottawa. On the first corner, the house shown is to be replaced by three new units. The 15 x 30 meter lot is zoned R5. This project is likely to require one or more variances to comply with the zoning requirements. The site across the street was redeveloped in 1980 in a similar manner. Three freehold townhouses with garages were built on the 17 x 20 meter lot. Minor variances to the

zoning by-law were required.

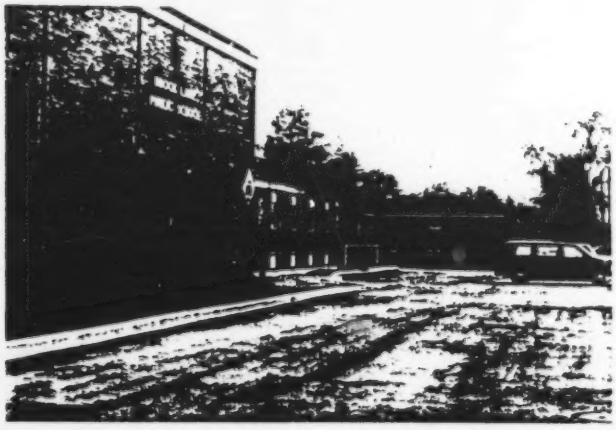
Russell Street in Sandy Hill provides in one block three examples of good quality projects which are well integrated with the neighbourhood. The first picture shows two houses built in 1902 linked together in 1987 to make a 16 unit apartment building. The second picture shows a house linked to a new building providing a courtyard and private entrances. This 8 unit condominium apartment project done in 1987 won an award of excellence for its successful integration into the surrounding community. Several minor variances were required. The third picture shows an older home on the corner of Russell and Laurier which in 1985 was enveloped by new units with a courtyard to form a 10 unit condominium. Although this site offers only one parking space instead of one parking space per unit, cash-in-lieu of parking agreements can exempt owners and occupants from providing the required parking spaces.

8.3 Redevelopment or Conversion of a School Site

Underutilized or vacant schools represent potential sites for new housing units. An example of a potential site is the Brook Lane School in Nepean. This school located on a 1.5 hectare parcel of land is being considered for closing.

A successful example of housing being created on a school site is the residential redevelopment around the old school at Percy and MacLaren in Centretown where 42 stacked townhouses surround the ground floor and basement of the former school. The school building which was partly destroyed by fire is now being used for parking and an open recreational area.

This non-profit housing project built in 1979 by the Ottawa Centretown Citizen's Corporation required rezoning. The units are narrow: 5 meters (16 feet) but very well designed. The 0.4 hectare site has a density of 105 units per hectare. The units are well integrated in the neighbourhood which was generally receptive to the development.



8.4 Mixed-Use Redevelopment Along Regional Arterial Roads

Arterial roads are prime candidates for infill and mixed-use redevelopment. Buildings of up to six stories would not overpower neighbouring development. Indeed neighbourhoods near regional roads, revitalized by modest development, would enjoy the convenience of new local stores. Well-designed redevelopment would add to the housing stock and make the streetscape more congenial. Arterial roads have the advantage of providing good transit service. Following are two examples of potential sites for residential intensification on regional arterial roads.

Britannia Drive-In in Nepean is a good candidate for redevelopment. Drive-In cinemas are not as popular as they used to be. This 1.2 hectare site on Carling is zoned single family residential. It is adjacent to a single family development to the south, a row house development to the west and commercial activities to the north on Carling. It is close to good shopping and transit facilities. The site could be developed as a mixed use project along with the existing commercial activities on Carling and residential use at the back of the site. With well designed stacked townhouses and three storey walkup apartments, the density could be brought up from the 20 units per hectare, for which it is zoned, to 60-100 units per hectare.

Another potential site is located on the south side of Beechwood in Vanier, between Maisonneuve and Barrette. The existing buildings on this block are two storey commercial buildings with retail on the street level and some residential on the second floor. Behind, there is a residential street, Barrette St. One person owns most of the block. Intensification has already occured on Beechwood west of the site. This area is close to green open spaces along the river and has good shopping facilities and good transit service to downtown Ottawa. This 4,500 square meter site has the potential for a higher density mixed-use redevelopment with several points of access.

8.5 Intensification Over Existing Commercial Structures

The addition of residential space over commercial sites utilizing the roof area of an existing building could provide a significant addition of new units. Several advantages could be associated with this type of development including: substantial cost saving on land, efficient use of roads and transit service, minimal impact on existing residential neighbourhoods, large inventory of possible sites and increased use of existing commercial activities. The disadvantages of adding residential use to existing commercial sites would be: possible water and sewer servicing capacity problems and additional parking requirements (although we can assume that a great proportion of residents would use the transit service available).

Hampton Park Plaza provides interesting potential for such a project. Its 1.4 hectare site is adjacent to a large park and benefits from an excellent public transit service. The addition of two stories or more of residential units on top of this plaza could provide a significant number of new units.

Existing retail strips along main streets of neighbourhoods or along arterial roads also represent potential sites for additional residential units. The next picture shows such a potential site in the West-End of Ottawa. This two storey building has retail on the ground floor. The second floor provides office space (residential use is also permitted on the second floor). The zoning would permit an additional storey to accommodate residential units. The required 0.7 parking space per unit could likely be accomodated in the back where existing parking is reserved for retail and office tenants.

8.6 Redevelopment of Large Lots

In many communities around Ottawa there are large lots which were the first development along country roads. As subdivisions are developed adjacent to these serviced lots, they become ideal candidates for infill or redevelopment. Below is a picture of such a large lot in Kanata. This 0.2 hectare site is one of several large lots along what used to be a country road. Residential development (singles, rows and duplexes) have taken place to the north, east and west of these lots since 1979. These lots could be assembled or developed individually for row housing. The RH zoning permitting the existing uses only, would require a change to accommodate a new residential development.

9.0 CONCLUSIONS AND RECOMMENDATIONS

Intensification is a gradual process. Changes will occur in those areas where it will make sense. The basic forces of supply and demand have already lead to considerable intensification in downtown Ottawa. Neighbourhoods such as Sandy Hill and Centretown offer many examples.

Residential intensification and affordability are not necessarily linked. However it provides an opportunity, particularly through conversions, for affordable housing. As well, new communities designed to make maximum use of available land can offer affordable housing. On the other hand, infill and redevelopment in older communities are often associated with gentrification and higher priced homes replacing once affordable housing with new expensive housing. It is therefore important in promoting intensification to ensure that the opportunities for more affordable housing are not ignored.

It is recognized that community concerns exist regarding residential intensification and that of course not every type of intensification is applicable in every community. Municipalities will have to choose the types of intensification most suited to their communities. Enlisting public support as well as the support of political officials is critical for implementing policies required to increase housing production opportunities through intensification.

Clearly, at a time where there is a general acceptance that we need to be as efficient as possible with our public resources and that we need to minimize public expenditures and public debt, the efficient use of the built stock and of serviced land through residential intensification seems to make a lot of sense. Ottawa-Carleton has already declared in the Regional Official Plan its interest in maximizing resources through a commitment to optimize the transportation system and other regional services, to provide for an amount and variety of housing types, to protect the environment as well as agricultural and other resources and to maximize the opportunities for residential uses in proximity to employment areas and the central core area. In this context it is recommended that the Region consider the following:

1. incorporate policies in its official plan which will state the regional commitment to the intensification of land use for residential purposes through conversion, infill, redevelopment and a more efficient use of land in new development;

2. establish an educational/advocacy program to assist in increasing public awareness and support for residential intensification;

3. develop and maintain a data base relating public costs of development and operation of services to various densities of residential development;

4. establish a process of consultation with agencies such as school boards to identify potential sites for residential intensification;

5. establish minimum densities for new development;

6. rationalize, in cooperation with area municipalities and developers, the extension of regional services such as the transitway, water and sewer services by a commitment to increased densities;

7. establish a process of consultation with area municipalities to assist them in revising their official plans and zoning by-laws to provide a basis of support for residential intensification and to identify specific areas with the maximum potential for intensification;

8. recommend to area municipalities that they:

- recognize within their official plans the desirability of intensification through conversion, infill, redevelopment and a more efficient use of land in new development;

- modify official plans to provide specific criteria under which residential intensification would be supported in principle;

- identify potential sites for residential intensification in Municipal Housing Statements;

- amend zoning by-laws to provide for the residential intensification of specific areas which meet official plan criteria;

- establish zoning regulations to permit conversions, rooming and boarding houses, accessory apartments and granny flats;

- adopt policies and by-laws which will encourage a more efficient use of land by permitting higher densities and by reducing requirements for lot and dwelling unit sizes, as well as for parking and garages;

- explore the feasibility of reducing standards with regard to road right-of-ways, sidewalks and other site improvements;

- adopt policies and by-laws for new residential development allowing for future alterations to create additional units;

- encourage mixed-use developments by giving consideration to requiring residential uses as part of a commercial development where areas of development or redevelopment are zoned or designated for commercial use.

ANNEX A

SYNOPSIS OF PROVINCIAL PROGRAMS RELATED TO INTENSIFICATION

PROVINCIAL PROGRAMS RELATED TO INTENSIFICATION

The following is a summary of a few of the provincially funded programs related to intensification that are available to both the public and municipalities.

PROGRAM FOR RENEWAL, IMPROVEMENT, DEVELOPMENT AND ECONOMIC REVITALIZATION (PRIDE)

Under the PRIDE program, funding is made available to municipalities who are interested in finding ways to provide more housing in buildings that already exist or from lands that have been used for other purposes. Municipalities whose application highlight an area where more housing may be provided will be given higher consideration.

In order to apply for financial assistance under PRIDE, a municipality must meet the following criteria:

- have an official plan with approved policies relating to community improvement;
- have an area which complies with area eligibility criteria
- have an adopted property maintenance and occupancy standards by-law applicable to the improvement area pursuant to section 31 of the planning act or under a private members bill; and
- have the financial and administrative capability to prepare and implement a community improvement plan.

Applications are received and allocations are made for financial assistance under PRIDE on an annual basis. The province will contribute 50 per cent of approved eligible costs. The provincial contribution will be in the form of a grant and the municipality will be responsible for contributing the matching 50 per cent of approved costs.

NEIGHBOURS

The Neighbours program is intended to increase community awareness and develop local support for residential intensification opportunities.

Funds are available to assist municipalities and local agencies in undertaking educational or promotional campaigns intended to support local intensification strategies. The local campaigns are intended to increase community awareness and contribute to community acceptance of new households in the community.

Priority will be given to municipalities or agencies promoting the concept in municipalities of over 100,000 population. In addition, municipal and agency sponsored initiatives must be supported by a council resolution.

Funding will normally not exceed $50,000 in each municipality. Assistance will be available to cover 100% of staff or consultant time, and production of camera - ready art work or audiovisual products.

Municipalities or agencies will be expected to contribute staff time spent in project development, printing and administrative costs, ongoing advertising fees and ongoing promotional staff time.

COMMUNITY PLANNING GRANT PROGRAM

Under the Community Planning Grant Program, the Ministries of Housing and Municipal Affairs have made available additional funds to en-

courage municipalities to analyze and identify revisions to land use regulations to support residential intensification.

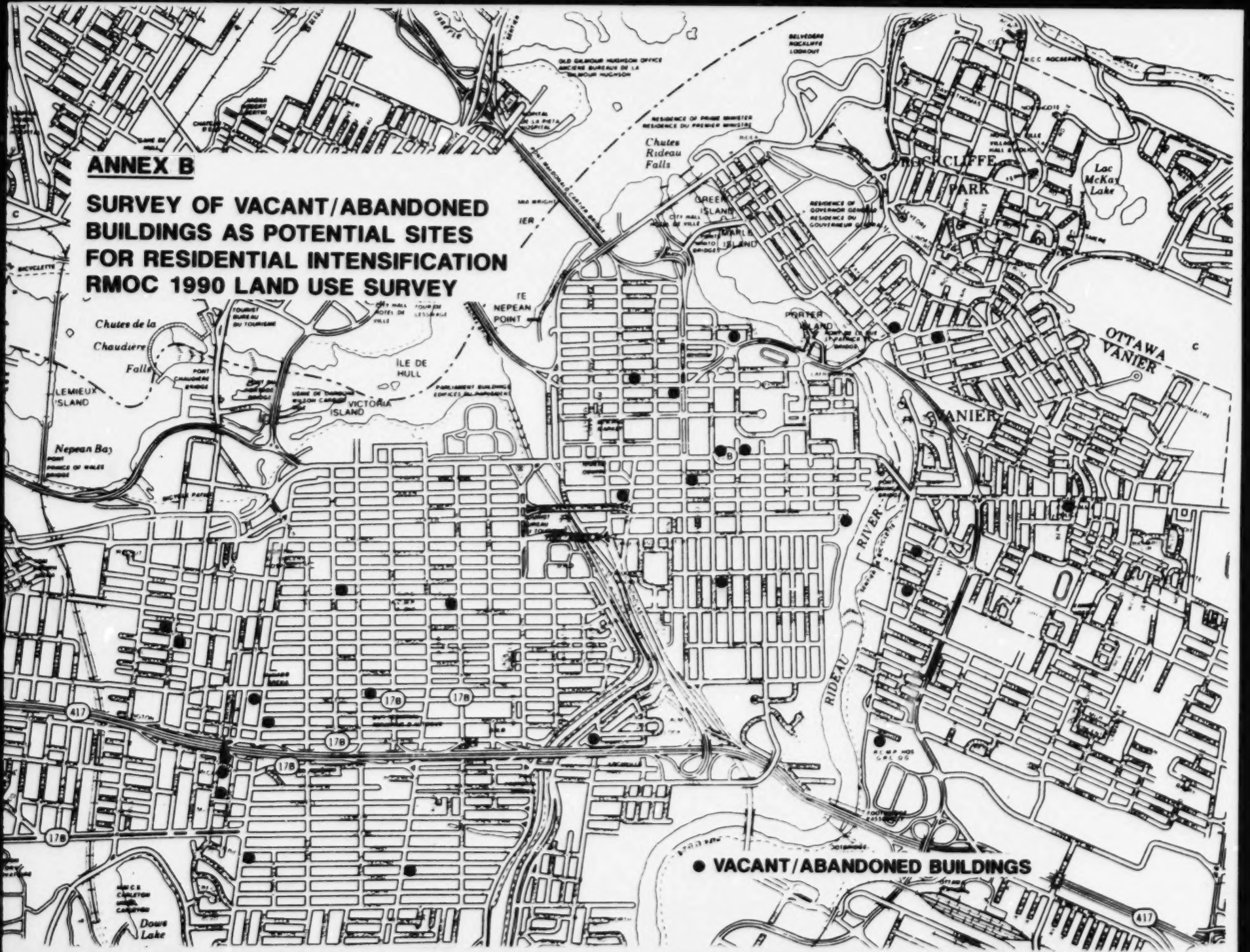
Funding under the program will cover up to 75 per cent of the eligible costs to a maximum allocation of $50,000 per study. Municipalities are not limited to the usual restrictions of one grant per year.

CONVERT-TO-RENT

The Convert-to-Rent program is designed to encourage the creation of moderate-cost market rental apartments, primarily through the conversion of non-residential buildings, by offering interest-free loans.

Assistance is in the form of 15-year interest-free loans of up to $7,000 per unit. An additional $5,000 per unit is available for units modified for disabled persons.

In addition to single family homes, eligible properties include vacant factories, schools and warehouses, as well as space over retail stores and offices which could be converted into housing.


ANNEX B
SURVEY OF VACANT/ABANDONED BUILDINGS AS POTENTIAL SITES FOR RESIDENTIAL INTENSIFICATION
RMOC 1990 LAND USE SURVEY
Chutes Rideau Falls
ROCKCLIFFE PARK
Lac McKay Lake
GREEN ISLAND
VICTORIA ISLAND
ÎLE DE HULL
ÎLE NEPEAN POINT
PRITER ISLAND
OTTAWA VANIER
VANIER
Chutes de la Chaudiere Falls
LEMIEUX ISLAND
Nepean Bay
RIDEAU RIVER
Dows Lake
417
17B
• VACANT/ABANDONED BUILDINGS